International Coordination Support Annex

Coordinating Agency:

Department of State

Cooperating Agencies:

Department of Health and Human Services
Department of Homeland Security
Department of Justice
Department of Transportation
U.S. Agency for International Development
Other Federal Agencies
American Red Cross

Introduction

Purpose

This annex provides guidance on carrying out responsibilities for international coordination in support of the Federal Government's response to a domestic Incident of National Significance, as defined in the National Response Plan (NRP).

Scope

The International Coordination Support Annex supplements the NRP. The role of the Department of State (DOS) within the NRP is to fully support Federal, State, local, and tribal authorities in effective incident management and preparedness planning. An Incident of National Significance will likely have international and diplomatic impacts and implications that call for coordination and consultations with foreign governments and international organizations. An incident may also require direct bilateral and multilateral actions on foreign affairs issues related to the incident, for which DOS has independent and sole responsibility. DOS's lead foreign policy role in supporting U.S. Government agencies and managing the international aspects of a domestic incident contributes to a more agile overall U.S. Government incident management capability.

Policies

- The Secretary of State has direct responsibility for policies and activities related to the protection of U.S. citizens and U.S. interests abroad.
- In preparing for, responding to, and recovering from an actual or potential Incident of National Significance, the Secretary of State is responsible for coordinating U.S. Government relations, policies, and activities as related to the international dimension of the crisis. This responsibility includes international activities that cover the spectrum of prevention, preparedness, response, and recovery.
- International coordination within the context of a domestic incident requires close cooperative efforts with foreign counterparts and multilateral/international organizations. Such coordination rests on current national strategies to prevent terrorism, enhance security and law enforcement cooperation, counter proliferation of weapons of mass destruction and dangerous materials, and other activities related to counterterrorism preparedness and response.

- DOS supports Department of Homeland Security (DHS) and other Federal agency efforts by providing knowledge about and access to other governments, and in leading and facilitating the international aspects of management of an Incident of National Significance. Similarly, U.S. nationals, including U.S. Government officials and employees, located abroad at the time of an incident may require information, assistance, communications or transportation facilities, and other services, which may be handled directly or in coordination with foreign governments. Cooperation with Mexico and Canada related to cross-border infrastructure is also coordinated with DHS, as provided by U.S. bilateral agreements with each country.
- DOS leverages bilateral and multilateral relationships around the world to ensure that the U.S. Government can act effectively, thus mitigating or limiting both the domestic and international impact of the incident.
- Internationally, DOS is engaged in a wide array of diplomatic, counterterrorism, nonproliferation, and chemical, biological, radiological, nuclear, and high explosives (CBRNE)-related efforts throughout the world to prevent, disrupt, and deter threats and acts of terrorism directed against the homeland and U.S. interests abroad. The objectives of these efforts are to work with global partners to ensure mutual security, to eliminate terrorist organizations wherever they may be found, to educate foreign governments and populations about the global terrorist threat, to help U.S. Government partners to enhance the security of international borders, to develop partners and organic response capabilities, to enhance mutual aid partnerships, to coordinate and facilitate the U.S. response to a stricken nation, and to effectively prevent and respond to any terrorist attack or other Incident of National Significance, international and domestic, that threatens or impacts public health and welfare.

- Domestically, DOS engages with the Homeland Security Council (HSC) and the National Security Council (NSC) on a range of issues with international dimensions, including intelligence-sharing and terrorist-screening mechanisms, CBRNE threats, critical infrastructure vulnerability and protection, aviation and maritime security issues, border security enhancements, domestic/international public health, law enforcement activities, and curbs on terrorist financing.
- Cross, which is part of the International Red Cross, which is part of the International Red Cross and Red Crescent Movement. The Movement consists of 181 Red Cross and Red Crescent Societies throughout the world. The American Red Cross International Services Department has an International Disaster Response Unit, which has the capacity to respond to natural and manmade disasters around the world at the request of sister Societies. International Services also offers international and family tracing services with the capacity to locate family members separated by war or disaster. Both International Services units work jointly with Movement partners.
- DOS or the U.S. Agency for International Development (USAID) may use the NRP mechanism for Federal-to-Federal support (see the NRP Base Plan and the Financial Management Support Annex) to facilitate the U.S. Government response to overseas incidents (or to incidents in other countries) and to coordinate U.S. Government assistance from supporting departments and agencies to the affected nation(s).

Concept of Operations

Domestic Coordination

DOS Executive Secretariat and Operations Center Task Force(s) – Domestic Support and International Outreach

DOS's Executive Secretariat and its Operations Center establishes a DOS Task Force upon report of an Incident of National Significance. DOS Operations also establishes Sub-Task Forces, as required. DOS:

- Reviews its headquarters operational capabilities and its national/international operability and connectivity.
- Establishes immediate communication links with the Homeland Security Operations Center (HSOC) and other U.S. Government agencies.
- Advises U.S. Embassies/Consulates regarding the domestic incident. Provides instruction on advising other governments, the United Nations (UN), and other multilateral organizations. Advises of any possible direct or collateral implications for U.S. citizens, businesses, and/or interests in other countries, and actions to be considered.
- Provides liaison officers to key operational nodes in the Federal, State, or local incident management architecture, as required:
 - Interagency Incident Management Group (IIMG)
 - DHS HSOC and National Response Coordination Center
 - Strategic Information and Operations Center, FBI Task Force
 - Joint Field Office

Depending on the incident, DOS would likely establish an overarching foreign affairs and policy advisory group to quickly identify, develop, and coordinate operational strategies to address DOS responsibilities within the overall management of a domestic incident.

Support to Foreign Missions/Foreign Nationals in the United States

DOS:

- Has operational responsibility, shared with local, State, and Federal authorities, for the protection of foreign missions, the UN, and other multilateral organizations with missions in the United States, and for the safety/security of their official personnel.
- If requested, assists foreign Embassies/Consulates in coordinating with Federal, State, local, and tribal authorities to enable them to provide information to their citizens in the United States and to render safety/security and other consular assistance.
- Fields formal international requests for local, State, or Federal assistance (e.g., medical assistance, evacuations, consular access to hospitals and morgues, etc.).

Foreign Coordination

Immediate U.S. Government Incident Management – Operational Needs

DOS:

Through Embassies/Consulates, coordinates U.S. Government communications with other nations regarding relevant law enforcement actions, investigations, intelligence matters, and other activities required to prevent further attacks (if an act of terrorism), identify those responsible, and/or effect their capture and detention. Advises foreign governments on U.S. Government actions being considered or immediately planned that may have immediate international impacts (e.g., travel restrictions, border/airspace/coastal closures, disease spread, medical response, quarantine, isolation, and risk communication).

Providing Information to Foreign Governments and the International Community

DOS:

- Coordinates requests for foreign assistance based on needs conveyed by DHS or other Federal agencies. On behalf of U.S. Government departments and agencies, facilitates communication with foreign governments that can assist and/or support immediate and long-range response/mitigation/recovery efforts.
- Advises American citizens, businesses, and other U.S. social/economic entities abroad of the nature and extent of the situation in the United States and any direct effect that the incident might have on their safety and security. Provides information on the status of the incident, and where additional information related to the security of family members in the United States or the impact on business operations in the Nation may be available. Ensures the incident-related concerns of Americans abroad find resonance within the Federal Government as well
- Advises foreign governments on real-time actions taken or planned, and coordinates U.S. Government projections of longer term international consequences of the event (e.g., disease spread, quarantines, travel restrictions, displaced persons, vaccine/medical requirements/supplies, etc.).
- Develops a diplomatic and international public affairs and public diplomacy strategy in coordination with the NRP incident interagency

communication core group to communicate information concerning the status of the incident and highlight U.S. and international response and mitigation efforts. Also, develops incident-related public affairs strategies according to the NRP Incident Communications Emergency Policy and Procedures described in the Public Affairs Support Annex and the ESF #15 – External Affairs Annex.

DOS as Intermediary for Requests/Offers of Assistance

DOS:

- Acts as the formal diplomatic mechanism for handling U.S. Government requests to other nations for assistance in meeting additional, ongoing U.S. response needs. Works to expedite delivery of such assistance, when requests are accepted. Facilitates other requests for international assistance as required by U.S. Government domestic agencies.
- Acts as the intermediary for foreign offers of assistance to the U.S. Government, including those from law enforcement and intelligence services. Works with U.S. Government departments and agencies to respond appropriately to such requests. Works to expedite delivery of such assistance, if an offer is accepted. Works with DHS to expedite visa issuance to and U.S. entry of foreign experts needed for event response and/or mitigation.

Attribution Authorities/Responsibilities Under International Law in CBRNE Events

DOS coordinates with law enforcement agencies to determine and verify the origin, sponsorship, source, delivery, and responsible party of a CBRNE event that may constitute a violation of international laws, agreements, and treaties. Achieving such determinations requires enhanced international cooperation in investigations, extraditions, law enforcement actions, trials, and opportunities for additional actions to bring perpetrators to justice.

Military-to-Military, Defense-to-Defense

Coordinates with the Department of Defense to facilitate and garner international military support for appropriate response assistance.

United Nations and Other Multilateral Organizations

Articulates U.S. needs and interests to the world community through the UN and other international multilateral organizations and, consistent with principles of burden-sharing, provides an appropriate level of support to these organizations to ensure that they are able to carry out their assigned responsibilities. The United States also seeks a

range of specific international support under treaty obligations for mutual legal assistance, freezing funds, or extradition, as requested by U.S. Government law enforcement departments and agencies.

State Coordination With Interagency International Affairs Offices

The International Affairs offices in U.S. Government domestic agencies have existing relationships with foreign counterpart ministries and agencies, and would be primary partners with DOS in coordinating with foreign governments on offers of assistance to the United States or requests for assistance from the United States.

International Coordination Associated With Emergency Support Functions (ESFs)

ESF	Responsibilities
ESF #1 – Transportation	DOS has responsibility within the U.S. Government for the international implications of actions that support airspace and maritime protection efforts, including actions related to:
	 Restrictions on international air travel for a period of time;
	 Foreign aircraft landing in, flying from, or overflying U.S. territories; and
	 Clearance procedures for visits to U.S. ports by foreign naval and public vessels.
	When the U.S. Government considers transportation and border restrictions/closures, DOS must provide guidance on overall diplomatic, economic, and security implications.
	Potential International Policy Topics:
	 U.S. Government transportation actions must not contravene international law/treaties or U.S. sanctions.
	 Transportation restriction and border closure impact on "real-time" trade and commerce for U.S., cross-border, and international business.
	 Use of potentially limited transportation assets for evacuations of foreign nationals.

ESF #2 – Communications	DOS facilitates international preparedness, protection, and mitigation efforts related to cyber-Critical Infrastructure Protection (CIP), and works particularly closely with DHS and other Federal agencies on physical and cyber-CIP efforts. In conjunction with ESF #2, DOS: Facilitates communications for response to international cyber-CIP failures and related incidents. On behalf of U.S. Government departments and agencies, facilitates communication with foreign governments and multilateral organizations that can assist and/or support immediate attribution/mitigation efforts. Works to effect bilateral and multilateral efforts to create a "global culture of cybersecurity"—creating effective national information network and infrastructure security to ensure the reliability, availability, and integrity of global information networks. Potential International Policy Topics: Interagency coordination for attribution and/or source of the cyber attack, particularly with the Department of Justice and DHS/Information Analysis and Infrastructure Protection/National Cyber Security Division.
	 The immediate international exchange of vital information to counter the threat, enhance the security of information networks, and manage the consequences.
ESF #4 — Firefighting	As requested by local, tribal, State, and Federal authorities, DOS coordinates with foreign governments on identification and movement to the United States of assets and resources for firefighting assistance. Generally, these are cross-border response and mitigations efforts from Canada and Mexico. Cross-border response and mitigation efforts from Canada and Mexico are also coordinated with DHS, if provided for in appropriate bilateral agreements with each country.
ESF #6 – Mass Care, Housing, and Human Services	As requested by local, tribal, State, and Federal authorities, DOS coordinates with foreign governments on identification and movement to the United States of mass care assets and resources for response and recovery activities.
	As requested by foreign missions in the United States, DOS acts as liaison with local authorities to enable foreign missions to provide consular access and safety/security assistance to its nationals in the United States.
	Potential International Policy Topic: Overflight clearance for assistance flights to the United States.

ESF #8 – Public Health and Medical Services

There are significant, critical relationships between protection of both domestic and international populations against biologic attacks, pathogen release, or natural outbreaks. A biological attack/release requires monitoring and surveillance worldwide, collection of information, and sharing of laboratory capabilities and expertise.

- DOS works with U.S. Government departments and agencies, the World Health Organization (WHO), other international organizations, and other nations bilaterally on issues related to surveillance activities; countermeasures to reduce spread; availability or need of vaccines, blood and blood products, and medicines; and delivery agreements.
- DOS supports Federal agencies to facilitate the transfer of dangerous pathogen samples for epidemiological investigations from and to the United States.
- In addition, there is a nexus between public health countermeasures and domestic/international law enforcement efforts, transportation/travel/border restrictions, and other significant policy decisions related to the control and/or isolation of a disease outbreak.
- DOS's Medical Bureau acts as a conduit of information from the WHO, other international health organizations, the Department of Health and Human Services, and domestic public health services to U.S. Embassies/Consulates, serving the interests of official and private U.S. citizens and interests abroad.

Potential International Policy Topics:

- Requests for sharing of vaccines and medical supplies from international stockpiles and/or the U.S. Strategic National Stockpile.
- International sharing of disease surveillance information.
- International sharing of laboratory resources or support, particularly for developing countermeasures.
- Quarantine or isolation of foreign nationals in the United States, or of U.S. citizens overseas.
- Closure of borders, airports, and seaports to reduce international spread.
- Expedited visas and/or U.S. entry of foreign experts for response and mitigation.

ESF #9 – Urban Search and Rescue

- As requested by local, tribal, State, and Federal authorities, DOS coordinates with foreign governments on identification and movement to the United States of urban search and rescue (US&R) assets and resources for response and recovery activities.
- DOS articulates U.S. needs and interests to the world community through the UN, particularly through the Office for the Coordination for Humanitarian Affairs (UN/OCHA). (Note: UN/OCHA hosts the International Search and Rescue Advisory Group, of which the United States, through USAID/Office of Foreign Disaster Assistance, is a member.

<u>Potential International Policy Topic</u>: Requirement for expedited U.S. customs clearance for foreign US&R teams responding to a U.S. request. (Note: If possible, execute under NATO "Agreement on the Facilitation of Vital Cross Border Transport.")

ESF #10 – Oil and Hazardous Materials Response

DOS support covers the entire spectrum of incident management; public affairs/information; assistance to cross-border communities; assistance to foreign Embassies related to their nationals and missions in the United States; impacts on international travel, transport, and trade; law enforcement and forensic investigations; and coordination of assistance from foreign nations.

Potential International Policy Topics:

- Possible cross-border contamination.
- Coordination with the International Atomic Energy Agency (IAEA) for determination of the source of radiological material and its removal and safeguarding.

ESF#11 – Agriculture and Natural Resources

DOS facilitates exchange of information and agreements between the United States and foreign nations to identify the nature of the threat, impede disease spread, and take immediate remedial actions.

- DOS acts as conduit for information between domestic and foreign governmental agencies.
- DOS ensures rapid distribution of countermeasures into and out of the United States.
- DOS facilitates international sharing of disease surveillance information.
- DOS facilitates international sharing of laboratory resources or support, particularly for developing countermeasures.

Potential International Policy Topics:

- Possible cross-border spread of diseases.
- Requests for sharing of vaccines and treatment supplies.
- Closure of borders to reduce international spread.
- Trade embargoes placed on U.S. agricultural products.
- Possible connection of emergence during the event of zoonotic diseases (those that can spread from animals to humans).

ESF #12 – Energy

DOS and the Department of Energy (DOE) work with the governments of major oil-consuming countries through the International Energy Agency (IEA) and in other groups, to maintain readiness to deploy a coordinated policy response to energy emergencies, such as a significant, unexpected disruption in oil supplies. DOS also initiates contacts with important oil producers. DOS and DOE, in coordination with the IIMG, DHS, the HSC, and the NSC, coordinate and issue public statements on the incident.

Potential International Policy Topics:

- Unexpected, significant supply disruptions that threaten stability of the international oil market, the U.S. economy, or the economies of other members of the IEA.
- Requests by other IEA members to initiate a coordinated drawdown of strategic oil reserves or invoke the IEA's emergency sharing system.

ESF #14 – Long-Term Community Recovery and Mitigation

DOS works with the international community and all governments on response and mitigation efforts to ensure that recovery efforts are initiated rapidly, in order to mitigate the impact to the national and global economies.

<u>Potential International Policy Topics</u>: Numerous, but particularly any unilateral actions (by other countries or by the United States itself) that would prevent international assistance from reaching the United States efficiently and effectively (e.g., long-term border or airspace closures).

ESF #15 – External Affairs

For Incidents of National Significance, DOS public affairs and public diplomacy efforts work closely with the DHS public affairs effort to ensure that the message to foreign governments, the international public, and American citizens and U.S. businesses abroad is consistent, timely, and effective.

Potential International Policy Topics:

- Prompt U.S. Government provision of information to foreign governments about issues affecting their citizens.
- The level of support to foreign missions in the United States, to ensure they are capable of assisting their citizens.
- The level of emergency assistance to foreign nationals from local, State, and Federal responders (should be the same as for U.S. citizens).
- Requests from foreign governments for permission (and possibly assistance) to evacuate their citizens from the United States or to a separate area within the United States.

Responsibilities

Domestic Coordination

Task Forces/Incident Management	 DOS Executive Secretariat, Office of Crisis Management Support DOS Operations Center 24/7 Operations Bureau of Diplomatic Security (DS), DS Command Center, 24/7 Operations contacts all DS elements, domestic and foreign Office of Under Secretary for Management Office of the Coordinator for Counterterrorism (S/CT) Office of the Legal Advisor (L)
Foreign Missions and Assistance to Their Nationals in the United States UN and International Organizations	 Bureau of Diplomatic Security (DS) Office of Foreign Missions (DS/OFM) Bureau of Consular Affairs (CA) Bureau of International Organizations (IO) DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa

U.S. Businesses vis-à-vis Overseas Operations	Bureau of Diplomatic Security (DS) Overseas Security Advisory Council (OSAC)
	 DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa
Domestic DOS Facilities/Personnel	Bureau of Diplomatic Security (DS) Headquarters and DS Domestic Regional Offices
Continuity of Operations/Continuity of Government	Bureau of Administration Office of Emergency Management (A/OPR/OEM)

Foreign Coordination

Immediate Operational Needs	Bureau of International Narcotics and Law Enforcement (INL)
Timilediate Operational recess	■ Bureau of Political-Military Affairs (PM)
	■ Bureau of Diplomatic Security (DS)
	Office of the Coordinator for Counterterrorism (S/CT)
	 DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa
Information to Foreign	All functional bureaus/offices
Governments and International Community	 DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa
	■ Bureau of Consular Affairs (CA)
	 Office of Overseas Citizens Services (CA/OCS)
	 Bureau of Diplomatic Security (DS)
	 Overseas Security Advisory Council (OSAC)
	 Overseas Security Policy Board (OSPB)
	 Bureau of Political-Military Affairs (PM)
	■ Bureau of Public Diplomacy and Public Affairs (R)

Intermediary for Requests/Offers of Assistance	 All functional bureaus/offices DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific U.S. Agency for International Development (USAID)
Attribution	Bureau of Verification and Compliance (VC)
Military-to-Military, Defense-to- Defense	 Bureau of Political-Military Affairs (PM) DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa
UN and Multilateral Organizations	 Bureau of International Organizations (IO) Bureau of Political-Military Affairs (PM) U.S. Agency for International Development (USAID) DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa

International Coordination in Emergency Support Functions

ESF #1 – Transportation	 Bureau of Economic and Business Affairs (EB) Office of Transportation (EB/TRA) Bureau of International Organizations (IO) Point of contact with ICAO and IMO
	 DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa
ESF #2 – Communications	 Bureau of Political-Military Affairs (PM) Office of Policy, Plans, and Analysis (PM/PPA)
	 Bureau of Economic and Business Affairs Office of International Communications and Information Policy (EB/CIP)
	 Bureau of International Narcotics and Law Enforcement Office of Crime (INL/C)
	 DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa

ESF #4 – Firefighting	 DOS Regional Bureaus
	Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa
ESF #6 – Mass Care, Housing, and Human Services	Bureau of Diplomatic Security (DS) Office of Foreign Missions (DS/OFM)
	■ Bureau of Consular Affairs (CA)
	 DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa
ESF #8 – Public Health and Medical Services	 Bureau of Oceans and International Environmental Science Affairs (OES)
	International Health Affairs (OES/IHA)
	 Office of Medical Services (M/MED)
	■ U.S. Agency for International Development (USAID)
	 Bureau of Political-Military Affairs (PM)
	 Bureau of International Organizations (IO) Point of contact with WHO and Pan Am Health Organization (PAHO)
	 DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa
ESF #9 – Urban Search and	 Bureau of Political-Military Affairs (PM)
Rescue	■ U.S. Agency for International Development (USAID)
	 DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa
ESF #10 – Oil and Hazardous	■ Bureau of Political-Military Affairs (PM)
Materials Response	Bureau of International Organizations (IO) Point of contact with International Atomic Energy Agency (IAEA)
	 DOS Regional Bureaus
	Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa

ESF #11 – Agriculture and Natural Resources	 Bureau of Economic and Business Affairs (EB) Office of Bilateral Trade Affairs (EB/TPP/ABT) Office of International Energy and Commodity Policy (ESC/IEC) Bureau of Political-Military Affairs (PM) DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa
ESF #12 – Energy	Bureau of Economic and Business Affairs Office of International Energy and Commodity Policy (ESC/IEC)
	 DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa
ESF #13 – Public Safety and Security	 Bureau of International Narcotics and Law Enforcement (INL) Office of Crime (INL/C)
	 Bureau of Diplomatic Security (DS)
	■ Bureau of Consular Affairs (CA)
	 Bureau of International Organizations (IO) Point of contact with UN Office of Drugs & Crimes and Crime Commission
	 Legal Adviser's Office Office of Law Enforcement and Intelligence (L/LEI)
	Bureau of Verification and Compliance
	 DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa
ESF #14 – Long-Term Community Recovery and Mitigation	Bureau of Economic and Business Affairs Office of Monetary Affairs (IFD/OMA)
Mingation	 DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa
ESF #15 – External Affairs	 Bureau of Public Diplomacy and Public Affairs Office of the DOS Spokesman Office of Press Relations, Regional Media Outreach
	 DOS Regional Bureaus Western Hemisphere, Europe, Near East, South Asia, East Asia/Pacific, Africa